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# Access to Quality Education

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## The Context

Public education is a vital interest of our state in that it provides Californians with the capacity, knowledge, and skills to sustain our system of government, foster a thriving economy, and provide the foundation for a harmonious society. As the global technological economy continues to evolve, Californians require additional, challenging educational opportunities throughout their lives. Today, students enter, exit, and re-enter the education system at various points of their lives, bringing increasingly diverse learning needs to each classroom. To be responsive to Californians' needs, our state must have a comprehensive, coherent, and flexible education system in which all sectors, from pre-kindergarten through postsecondary education, are aligned and coordinated into one integrated system.

A commonly shared belief is that a primary purpose of education is to promote learning. Success in meeting this purpose results in individuals' possessing the knowledge and skills to sustain a democratic society and a desired quality of life. Those important results for citizens and for California society at large provide a compelling rationale for state support of public schools, colleges, and universities. The additional components of California's rationale for supporting its comprehensive education system include:

- Learning prepares the individual for life in a diverse global society;
- Learning prepares the individual for work; and
- Learning prepares society to manage change and effectively respond to challenges.

### *Historical Perspective*

California's commitment to public education was clear by the time of the second constitutional convention, in 1879. Article IX of the revised Constitution read, "A general diffusion of knowledge and intelligence being essential to the preservation of the rights and liberties of the people, the Legislature shall encourage by all suitable means the promotion of intellectual, scientific, moral, and agricultural improvement" by providing "a system of common schools by which a free school shall be kept up...in each district..." By 1879, the Legislature had enacted a compulsory attendance law for the state's youth. The State also supported a 'normal school' to prepare teachers for the common schools, and the Constitution established the University of California as a public trust.

A clear set of principles led to the development of the public education system. California's founders believed that the benefits of education would be realized not just by each individual, but by the public as a whole. They further believed that the many benefits to society would be

obtained only if all citizens were educated. They held that the only way to assure that this vital public interest would be met for all citizens was for the State itself to provide education, through local school districts, at public expense.

While California's commitment to educating its people encompasses all levels of education, a crucial distinction exists between the State's obligations regarding elementary and secondary, as distinct from preschool, adult, and postsecondary education. The California State Supreme Court has ruled, in its decisions on *Serrano* (1976) and *Butt* (1990), that the California State Constitution provides a fundamental right to an elementary and secondary education. This fundamental right (also referred to as a fundamental interest of citizens of the state) derives from several provisions of California's constitution and statutes, taken together: Article IX of the Constitution, Sections 1 and 5, which obligate the State to provide a system of free common schools; the Constitution's equal protection provisions, Article I, Section 7, and Article IV, Section 16; and Education Code Section 48200, imposing compulsory attendance. As a corollary of Californians' fundamental right, the State incurs a fundamental obligation to sustain that right, which receives the highest order of legal protections. The State and its schools are *required* to equitably provide appropriate educational opportunities to all students.

Postsecondary education, though not constitutionally guaranteed to Californians, is nevertheless provided universally to our people. Californians clearly regard postsecondary education as a vital interest, essential to sustaining economic vitality, and throughout our history have demonstrated this deep commitment by supporting a set of affordable public colleges and universities as ultimately defined in the 1960 *Master Plan for Higher Education*. Participation in postsecondary education is voluntary, however, and not constitutionally guaranteed to be free of charge. As a result of these differences, postsecondary education does not incur the same order of legal obligations for the State as does K-12 education. Correspondingly, postsecondary education also is not subject to many of the strictures that apply to the K-12 system. These distinctions will require that, even in a cohesive Master Plan for Education, certain components be treated differently among the sectors of California's education system.

Although no constitutional guarantee or statutory commitment has previously existed for California's preschool-age children, our state has a profound interest in making available to all families who desire them the early education opportunities that support a child's emotional, social, physical, linguistic, and cognitive development. A critical element of the learning process is a child's readiness to learn. Just as experiences at each earlier grade have an impact on a child's preparedness for success at the next level of education, there are factors that promote children's readiness to succeed in their first experiences in school. Early childhood education and development in pre-kindergarten settings can provide the socialization and coping skills, and the developing literacy and numeracy skills, that lead to these successes.

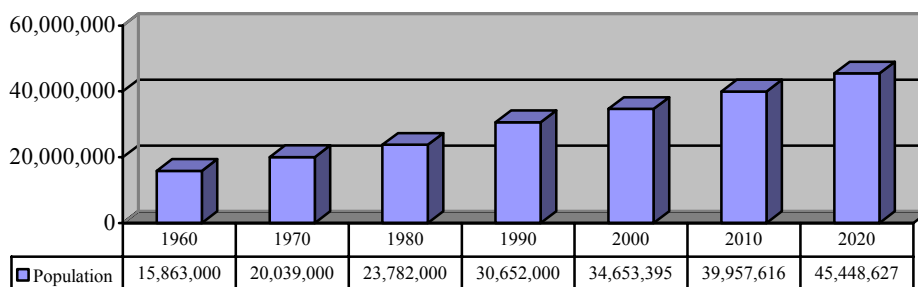
## California Today

### *Growth: More of us...*

California grows at a rate of approximately 400,000 to 600,000 persons annually, as a result of strong migration from both other states and other nations, high birth rates among segments of California's population, and longer life spans resulting from the advances of research and medicine. This strong growth rate is expected to continue over the next several decades and will result in a very different mix of people from what has been the case in previous decades.

**Figure 1**

**Total California Population, 1960 to 2020**



*Source: Department of Finance, Demographic Research Unit, 2001 Projection Series*

The Department of Finance annually produces a report which documents actual public school enrollment, and estimates likely public school enrollment, by grade level, for several years into the future. These reports provide data that are valuable for effective statewide planning for education. Similar reports are prepared annually documenting and estimating high school graduates – the primary source of postsecondary education enrollment demand – and enrollment in public colleges and universities. As illustrated in Table 1, following, public school enrollment in academic year 2010-11 is expected to grow by 249,422 over the actual 2000-01 public school enrollment, a 4.2 percent increase.

### *Looking different...*

Public school enrollment growth will not be equal across all racial and ethnic groups. For instance, Latino students enrolled in public schools will likely increase by 25.5 percent between 2000-01 and 2010-11, while White students are expected to decline by 20.3 percent and Black students are expected to decline by 15.1 percent over the same time period. The data in Table 1 also reveal that in the 1990-91 academic year no racial or ethnic group constituted 50 percent or more of public school enrollment, a fact that has been true since 1988-89, yielding a mix of cultures, languages, and learning styles that has created extremely rich educational environments but that has also presented daunting challenges to California's public schools.

**Table 1****K-12 Graded Public School Enrollment by Ethnicity, History, and Projection***Source: Department of Finance, Demographic Research Unit, 2001 Projection Series*

	School	Total	Amer.	Asian	Black	Filipino	Hispanic	Pacific	White
	Year		Indian					Island	
Actual	1990-91	4,842,174	37,263	382,985	411,868	108,319	1,661,799	26,358	2,213,582
	1992-93	5,089,808	40,471	417,957	432,709	120,984	1,836,757	28,427	2,212,503
	1994-95	5,242,078	45,118	435,311	450,078	127,772	1,982,161	29,565	2,172,073
	1996-97	5,512,155	47,479	456,537	473,948	132,681	2,187,148	32,496	2,181,866
	1998-99	5,748,344	49,380	470,483	492,299	137,963	2,373,881	36,303	2,188,035
	2000-01	5,967,170	51,641	483,958	498,694	144,365	2,585,676	38,489	2,164,347
Projected	2002-03*	6,116,804	53,172	496,250	497,149	150,028	2,780,899	40,094	2,099,212
	2004-05*	6,207,704	54,390	509,002	486,735	154,249	2,946,721	41,071	2,015,536
	2006-07*	6,260,119	54,605	525,142	467,352	158,979	3,089,816	42,493	1,921,732
	2008-09*	6,246,620	53,814	542,283	443,682	163,000	3,184,726	43,757	1,815,358
	2010-11*	6,216,592	52,926	559,853	423,235	167,737	3,243,849	45,000	1,723,992
<b>2000-01 to 2010-11 Change</b>		<b>4.18%</b>	<b>2.49%</b>	<b>15.68%</b>	<b>-15.13%</b>	<b>16.19%</b>	<b>25.45%</b>	<b>16.92%</b>	<b>-20.35%</b>

*Growing older...*

The projected growth in California's population will be unevenly distributed across age groups, a fact which will result in different impacts on different portions of the education system. The fastest growing cohorts of the state population are the over 65 and 45-to-64-year-old age groups, which are estimated to increase by 71.4 percent and 44.8 percent, respectively, between calendar years 2000 and 2020. These cohorts constitute the so-called Baby Boom generation and are the cohorts most likely to seek educational opportunities through the California Community Colleges and through continuing education offered by the California State University and University of California systems. The 5-19-year-old age group is roughly the group that will be enrolling in public schools, and is estimated to grow by approximately 1.96 million between 2000 and 2020, a 24.7 percent increase. The cohort of Californians from birth to age four is expected to grow by 37.1 percent over the same 20-year period, and represents the pre-kindergarten children who must be readied for successful transition to formal school experiences. Table 2, following, provides data on how California's population growth will vary by age group within major racial or ethnic categories.

**Table 2**  
Projected State Population, by Age, Race/Ethnicity

*Source: Demographic Research Unit, Department of Finance 2000 Projection Series*

<b>Year</b>	<b>Age Group</b>	<b>State Total</b>	<b>American Indian</b>	<b>Asian/ Pac.Isl.</b>	<b>Black</b>	<b>Hispanic</b>	<b>White</b>
2000	0 to 4	2,782,020	13,691	320,394	184,998	1,322,962	939,975
	5 to 19	7,942,190	42,966	926,294	592,080	3,133,499	3,247,351
	20 to 44	12,990,451	79,728	1,563,922	920,024	4,209,432	6,217,345
	45 to 64	7,226,013	49,615	829,446	456,558	1,484,537	4,405,857
	65+	3,712,721	19,770	359,371	184,275	538,322	2,610,983
	<b>Total</b>	<b>34,653,395</b>	<b>205,770</b>	<b>3,999,427</b>	<b>2,337,935</b>	<b>10,688,752</b>	<b>17,421,511</b>
2010	0 to 4	3,108,932	14,566	401,102	196,653	1,595,521	901,090
	5 to 19	9,122,727	44,870	1,199,038	590,309	4,271,811	3,016,699
	20 to 44	13,213,830	80,414	1,893,383	894,595	4,718,548	5,626,890
	45 to 64	9,956,439	65,725	1,280,505	628,494	2,586,601	5,395,114
	65+	4,555,688	31,750	539,722	230,449	791,569	2,962,198
	<b>Total</b>	<b>39,957,616</b>	<b>237,325</b>	<b>5,313,750</b>	<b>2,540,500</b>	<b>13,964,050</b>	<b>17,901,991</b>
2020	0 to 4	3,814,656	15,532	478,639	219,018	2,149,408	952,059
	5 to 19	9,900,916	48,108	1,375,999	608,467	5,063,836	2,804,506
	20 to 44	14,903,106	84,039	2,244,702	984,573	5,882,413	5,707,379
	45 to 64	10,466,559	69,076	1,533,686	646,843	3,385,530	4,831,424
	65+	6,363,390	49,504	841,127	347,497	1,297,305	3,827,957
	<b>Total</b>	<b>45,448,627</b>	<b>266,259</b>	<b>6,474,153</b>	<b>2,806,398</b>	<b>17,778,492</b>	<b>18,123,325</b>
<b>Change</b>	<b>0 to 4</b>	<b>37.1%</b>	<b>13.4%</b>	<b>49.4%</b>	<b>18.4%</b>	<b>62.5%</b>	<b>1.3%</b>
<b>2000 to</b>	<b>5 to 19</b>	<b>24.7%</b>	<b>12.0%</b>	<b>48.5%</b>	<b>2.8%</b>	<b>61.6%</b>	<b>-13.6%</b>
<b>2020</b>	<b>20 to 44</b>	<b>14.7%</b>	<b>5.4%</b>	<b>43.5%</b>	<b>7.0%</b>	<b>39.7%</b>	<b>-8.2%</b>
	<b>45 to 64</b>	<b>44.8%</b>	<b>39.2%</b>	<b>84.9%</b>	<b>41.7%</b>	<b>128.1%</b>	<b>9.7%</b>
	<b>65+</b>	<b>71.4%</b>	<b>150.4%</b>	<b>134.1%</b>	<b>88.6%</b>	<b>141.0%</b>	<b>46.6%</b>
	<b>Total</b>	<b>31.2%</b>	<b>29.4%</b>	<b>61.9%</b>	<b>20.0%</b>	<b>66.3%</b>	<b>4.0%</b>

The California Postsecondary Education Commission, created in 1973 to engage in long-range planning for postsecondary education opportunities, among other functions, has calculated similar estimates of the demand for access to postsecondary education opportunities over the next decade. The commission estimates that, by the year 2010, nearly 714,000 more students

than were enrolled in Fall 1998 will be seeking access to public colleges and universities within the state. Finding ways to accommodate the large numbers of students estimated to be heading toward public schools, colleges, and universities will require both discipline and creative thinking. Existing physical plants will need to be maintained; where capacity still exists, current campuses must be expanded; new campuses will need to be built; and students must be encouraged to accelerate their progress in meeting educational objectives. Even with these steps, California's public schools, colleges, and universities will not be able to accommodate all who could benefit from teaching and learning opportunities, if all other General Fund expenditures are held constant. The State should use the combined resources of public and non-public education institutions to ensure learning opportunities for Californians. California has an outstanding array of private elementary and secondary schools, independent colleges and universities, and private postsecondary institutions; and they should all be encouraged to assist the State in meeting the teaching and learning needs of Californians of all ages.

## **The Vision**

**T**he central focus of California's vision for a coherent educational system is on both learner needs and outcomes. Accordingly, schools, colleges, and universities must make serving students' learning needs their primary focus, including at the most advanced levels of education. School districts, county and regional entities, community-based organizations, postsecondary education institutions, business and industry, and the State must all collaborate in building an aligned system of education that ensures the availability of resources to meet learner needs. All functions and policies of our education system must be regularly reviewed and revised to ensure that each supports this focus. In short, this vision requires a dynamic plan that is based on learner needs, comprehensive, grounded in data, and reviewed regularly for evidence of progress and need for revision.

We envision an education system in which specific rights, obligations, and expectations for students and education providers will be clearly expressed, so that all participants in the educational process, including families, can understand and respond to them. These rights, obligations, and expectations would define what we consider to be the essential elements of high-quality teaching and learning to which all students and education providers should have access. The Joint Committee proposes that these rights, obligations, and expectations be defined as follows:

### **Every student would be entitled to:**

- *Be taught by a competent, fully qualified teacher or faculty member;*
- *Receive a clear statement of the academic standards that define what s/he is expected to know and be able to do at every educational level;*
- *Receive an education, including intervention when necessary, that is sufficient to allow successful transition into the next levels of education and into the workforce;*
- *Receive supplementary educational services when needed to meet grade/class level expectations;*

- *Be provided access to high-quality learning materials and resources, including textbooks and technologies that foster and support the knowledge and skills s/he is expected to learn;*
- *Receive counseling and academic advising to assist in successful educational progress and planning;*
- *Advance to the next level of education upon demonstrating success in attaining stated academic standards;*
- *Attend school or college in a clean, modern, and safe environment that is conducive to learning;*
- *Be provided with sufficient information regarding educational, economic, social, and political options to be able to make informed choices for his or her future; and*
- *Receive adequate financial support for postsecondary education attendance.*

**Every student would be expected to:**

- *Attend school, college, or university regularly and participate in the educational opportunities that are provided;*
- *Commit to the level of effort needed to succeed; and*
- *Contribute to maintaining a safe, positive school, college, or university environment.*

**Every education provider would be expected to:**

- *Assess each student's knowledge and ability relative to the statement of expectations for the appropriate educational level;*
- *Evaluate the effectiveness of instructional strategies and use of other institutional resources to promote student achievement, modifying practices when warranted to achieve improved outcomes; and*
- *Contribute to maintaining a safe, positive, and stimulating school, college, or university environment.*

**All parents would be expected to:**

- *Serve as children's first teachers by exposing them to activities that stimulate their innate disposition for learning;*
- *Work with school officials as partners to promote the development and achievement of their children; and*
- *Encourage and support their children in their efforts to succeed in their educational endeavors.*

**The State would be expected to:**

- *Provide adequate funding to ensure that the essential pre-conditions for quality teaching and learning would be provided at every public school; and*
- *Monitor the performance of education institutions to ensure that every public education institution develops a capacity to help all students meet or exceed specified achievement standards.*

Within this context, students would attend school regularly, prepared to apply themselves to the lessons and assignments they were given by their teachers. When they didn't fully understand course content, they would ask for clarification rather than remaining silent. Teachers would continuously monitor student performance with an eye toward identifying those students who are having difficulty understanding material or who could progress more rapidly than the class as a whole. They would refer students to supplemental learning support or accelerated learning opportunities, as appropriate. Teachers would feel free and empowered to supplement traditional instructional materials and would improve instructional practices to facilitate student learning, including initiating programs to enlist parents as partners in the teaching-learning process. Within this rich teaching and learning environment, students, parents, and education professionals would all work toward ensuring that each student completed high school fully prepared to transition successfully to work or to further education at a postsecondary education institution.

Parents would know and understand what they could expect the school or college to provide to their children and would feel free to ask how they could support teaching and learning objectives. They would offer their assistance confidently, knowing that school personnel would help them acquire any skills they needed to be most effective in assisting their children or would direct them to community resources from which appropriate assistance could be obtained. Parents would ensure that an appropriate study location were provided to their children and regular time set aside for them to complete any homework that might have been assigned by their teacher. Parents would feel welcome at school sites and would ensure that their children respected their schools by contributing to keeping them clean and safe. They would easily engage in ongoing dialogue with school counselors, advisors, health, and other school personnel to maintain mutual alertness to any conditions that might have an effect on the learning of their children and would collaborate on ways to address such conditions, when discovered.

State policymakers would identify these student rights as essential pre-conditions for every public school, college, or university and would endeavor to ensure that annual budget decisions reflected a priority for these items in the education budget. This vision reflects a historical commitment to supporting public education but also a firm understanding that a substantial increase in education investment will be required, and a belief that this additional investment will result in fewer Californians' not having the capacity to acquire gainful employment and/or eventually falling under the supervision of the criminal justice system.

### *The components of quality*

Meeting the challenge of providing educational access to all Californians is more than a matter of numbers – although understanding the magnitude of demand is essential to any comprehensive planning effort. California has a long-standing commitment to providing access to high-quality education at all levels. However, current indicators of student educational experiences and learning outcomes provide a dismal picture of the quality of education available throughout the state, particularly for those categories of students who historically have not been well served in public schools, colleges, and universities.



The essential features of education include teaching and learning. Research demonstrates that high-quality teachers are the school-based component that has the greatest impact on the educational experiences, and subsequent success, of students. However, even the most effective teachers cannot make much of an impact on a student not disposed to learn or pre-occupied with the more basic concerns of health, shelter, and safety. Parents play a significant role in determining the extent to which their children are disposed to learning. This Master Plan for Education therefore begins with the needs learners in their earliest years and the experiences they need to nurture their natural curiosity and stimulate a disposition for learning. Once the early learner enters formal schooling, s/he should interact with caring adults, in safe and inviting environments, be challenged to grow intellectually and socially, and be provided the support and encouragement to meet clear learning expectations. Put simply, all students should be provided access to more than a seat in a classroom; they should be provided access to the educational components that are essential for a quality education system. These components include:

- A rigorous and integrated curriculum that enables a more engaging learning environment, increasing students' opportunities for success in continued education, work, and society;
- Current textbooks, technology, and instructional materials aligned with learning expectations;
- Adequate diagnostic and learning support services, such as tutors and adaptive equipment for those with disabilities;
- Qualified school or campus administrators, to maintain an educational culture that is inviting and safe, and that places a high value on student achievement and teaching excellence; and
- A physical learning environment that is safe, well-equipped, and well-maintained.

"If we do not educate all our people for tomorrow's jobs, our society could become increasingly polarized between the rich and the unskilled.... No issue will be more important for sharpening our competitive advantage, spurring overall growth, and for ensuring that the benefits of that growth are shared by all Californians, than investing in ourselves."

California's requirement of compulsory education for all children must be viewed as a contract between the State and our

students/parents, complete with rights and responsibilities. Every school-age student in California has a fundamental constitutional right to a high-quality, state-provided education, which we believe includes a rigorous curriculum that prepares students for successful transition to both work and postsecondary education. Accordingly, the State must provide all students with the resources, instruction, and support necessary to enable them to achieve the competencies that the State's academic content standards, college admission requirements, and the competitive work place demand.

– *California Economic Development Corporation Visions: California 2010, 1992*

Building and maintaining an infrastructure of high-quality education personnel is of particular concern. Education is fundamentally a human process and requires both teachers and learners.

In addition, the focus of this Plan on meeting student needs for learning support requires that attention be given to building a cadre of other professional personnel such as counselors, librarians, administrators, and classified staff, who collectively create the culture in which teaching and learning take place. These personnel must work in a complementary fashion to ensure that students' innate capacity for learning is nurtured and that students are supported as they make career and academic choices.

## **Access To The Conditions That Promote Learning**

Newborns enter the world poised to develop intellectually, socially, and emotionally from the experiences of their first several years of life. As their senses develop, their brains begin to form relationships between things and events in an incredible journey, learning new smells, sounds, tastes, feelings, sights, even scientific reasoning. Parents and educators have long known that infants and toddlers thrive when they have responsive care, individual attention, and enriching experiences. Evidence from cognitive science, developmental psychology, and neuroscience has shown that efforts to meet these needs not only comforts children, it affects the ways in which children's brains develop and lays the groundwork for later learning and achievement.<sup>1</sup>

Not all children currently have opportunities to benefit from enriching experiences during the early years of their lives. Low-income children have the most to gain from high-quality childcare but are least likely to experience it. In California, nearly half of all school age children live in families with low incomes and more than a quarter under the age of five live in poverty.<sup>2</sup> Key experiences to which infants and toddlers should have access include:

- *Preventive health screenings and assessments*, which could reveal signs of developmental delays or physical problems that put children 'at risk' in developing readiness for school;
- *Early intervention services and support*, which could help many of these children enter school with their developmental problems resolved or with a set of services that will have a positive impact on their developmental path;
- *Adequate health coverage*, which would enable all parents to routinely seek preventive screenings and assessment, and would permit early identification of potential developmental delays, learning disabilities, and/or physical disabilities;
- *Access to high-quality preschool*, which would provide an alternative means of properly identifying health and developmental needs of young learners and enable commencement of appropriate intervention services.

The foregoing issues may not be entirely educational in nature, but they are crucial to our goal of producing ready learners who can benefit from a high-quality educational experience. California families, child care and education providers, and health care professionals are called upon to work together to ensure that all children have opportunities for enriching experiences during their early years of life, and that they receive the developmental screenings, assessments, and intervention services necessary to provide them a solid foundation for lifelong learning and

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<sup>1</sup> J.P. Shonkoff and D.A. Phillips, Eds., *From Neurons to Neighborhoods* (2001)

<sup>2</sup> Children Now, *The California County Data Book 2001*, (Oakland, CA. 2001).

achievement. Families and health and social services providers are further called upon to collaborate to ensure that children of all ages will continue to receive the services essential to their continued readiness to learn.

We offer the following recommendations of what state policymakers can reasonably do to promote children receiving the services needed to promote their readiness to learn:

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### **Recommendation 1**

**The State should consolidate and expand funding for all infant and toddler services and enhance developmental screening in the earliest years of life.**

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The path to school readiness begins long before entry into preschool or kindergarten classes. The first three years of life can have a profound effect on children's ability to learn and on the physical, social, and emotional development that underlie achievement. Parents are the first teachers their children will experience, and some parents may benefit from assistance in meeting this responsibility effectively. Because low-income families are least able to provide the health care and enriching experiences supported by research and called for in this Master Plan, the State should ensure that during the phase-in of these services all state-supported health care and child care services give priority to low-income families residing in communities served by schools ranked in the bottom three deciles of the Academic Performance Index (API). Incentives should be provided to encourage collaboration among healthcare providers, early childcare providers, and community agencies to enable a collective responsiveness in these communities to the five components of school readiness adopted by the National Education Goals Panel:

- ***Health and physical development.*** Children who are born with the benefit of prenatal care, and who have good nutrition, health monitoring, and early intervention, perform better in school.
- ***Emotional well-being and social competence.*** Children who have secure relationships with family members and peers can become self-confident learners.
- ***Approaches towards learning.*** Children's attitudes toward learning, their ways of approaching new tasks, and their skills all affect school success.
- ***Communicative skills.*** Children with rich learning experiences have the tools to interact with other people and to present their thoughts, feelings, and experiences effectively.
- ***Cognition and general knowledge.*** Children who have the opportunity to explore and learn from their surroundings can construct knowledge of patterns and relationships, and discover ways to solve problems.

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## **Recommendation 2**

**The State should support the effective coordination of health and social services delivery for all children, beginning with services that meet young children’s developmental needs, at sites that are conveniently accessible to families.**

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Many factors not strictly educational in nature contribute to a child’s readiness to enter and ability to succeed in school. These factors are primarily related to health, nutrition, and family support. Although many public and private providers offer essential services, many new parents, child care providers, and families have difficulty locating and taking advantage of these services. Californians can benefit from promoting access to these services. A decade of experience with the Healthy Start sites in California has shown that school-age children’s outcomes improve when families have access to multiple services at a single site linked to the school. These outcomes include significantly increased math and reading scores for students most in need, decreased family violence, improved student health, improved living conditions, and decreased drug use, among others.

It is therefore in the interest of schools and other educational settings where children are located for much of the day to serve as sites for the delivery or coordination of essential non-education services, but schools must not be expected to be the deliverer of a much-expanded array of non-educational services. Therefore, partnerships should be actively promoted to bring community-based public and private service providers – including ‘Proposition 10’ School Readiness Initiative sites, Healthy Start sites, family resource centers, and child development centers – together to deliver a comprehensive array of health and social support services to children of all ages. To further this objective, we recommend:

**Recommendation 2.1 – The State should provide funding to establish neighborhood-based School Readiness Centers to give families access to essential services to meet young children’s developmental needs.**

**Recommendation 2.2 – To the greatest extent possible, schools should make available facilities where students and their families may access essential services from community health and social service providers.**

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## **Recommendation 3**

**For the two years prior to kindergarten entry, the State should provide voluntary access to formal preschool programs that offer group experiences and developmentally appropriate curricula.**

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Voluntary preschool beginning at age three has been demonstrated to have a clear link to children's readiness for, and long-term success in, school. California should also promote 'ready schools' by having preschool programs collaborate with elementary schools in developing individualized transition plans to smooth the movement of students from preschool to kindergarten. Formal preschools provide safe environments for young children and contribute to their social and physical development. In 1988, California's School Readiness Task Force recommended voluntary full-day preschool programs and noted that while quality programs do exist in the state, resources to support these programs are limited. Consequently, "far too many California families have few choices, or no choice, in gaining access to high-quality developmental programs for their preschool children."<sup>3</sup> Research indicates that provision of formal preschool would also offer California an opportunity to prepare children for active participation in a global society by introducing them to a second language. Scientists have shown that young children are biologically primed for language development.<sup>4</sup> Early childhood settings could foster dual language learning, helping all children establish the foundation to become bilingual and bi-literate – an addition to California's current content standards that we recommend be developed.

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#### **Recommendation 4**

**The law should be changed to require full-school-day kindergarten for all children, and preschool guidelines and kindergarten standards, curricula, and services should be aligned.**

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Data from the National Center on Educational Statistics demonstrate that, during the kindergarten year, children gain social and emotional competencies that foster achievement as they move through school and that they make measurable gains in specific reading and mathematics knowledge and skills. Moreover, children who attend full-school-day rather than half-day kindergarten do better academically and socially during their years in the primary grades.<sup>5</sup> For these reasons, attendance in kindergarten should be made mandatory for all children, with the understanding that private and home-study kindergarten are appropriate alternatives to state-operated and classroom-based kindergarten programs.

Because preschools and kindergarten have been independent operations in California, their guidelines and standards have not been aligned. Preschool guidelines stress developmentally appropriate activities to advance physical, cognitive, social, and emotional development. By contrast, kindergarten standards emphasize narrower academic objectives; but kindergarten should also be developmentally appropriate. California needs a single, coordinated set of program standards for all publicly funded programs aimed at promoting school readiness for all children. These standards must recognize the developmental continuum that stretches from the

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<sup>3</sup> California School Readiness Task Force, *Here They Come: Ready or Not! Report of the School Readiness Task Force*, California Department of Education, (Sacramento, CA., 1988)

<sup>4</sup> Universal Preschool Task Force, *Ready To Learn: Quality Preschools for California in the 21<sup>st</sup> Century*, California Department of Education, (Sacramento, CA., 1998)

<sup>5</sup> These Studies include: D. Gullo, "The Long-Term Educational Effects of Half-Day versus Full-School-Day Kindergarten", *Early Child Development and Care*, 160: 17-24 (2000); Y.L. Wang and G.W. Johnstone, "Evaluation of a Full-School-Day Kindergarten Program, *ERS Spectrum*, 17 (2): 27-32 (1999).

early years to the primary grades and facilitate successful transition from one level of schooling to another. We therefore recommend the following:

**Recommendation 4.1 – The State should provide for the phasing in of full-schoolday kindergarten, beginning immediately for communities served by schools that currently have API scores in the lower three deciles and expanding annually until all of California’s children have a full-schoolday kindergarten experience.**

Even when California is able to ensure that all young children have access to enriching preschool experiences, the first three years of elementary school will remain particularly important years of young learners’ formal educational experience. During these years, learning is remarkably rapid, and children move from pre-operational to operational intelligence and begin to think abstractly. In the primary school years, children also build relationships with key adults – parents and teachers – and have their first experiences of being evaluated on a comparative basis with other children.<sup>6</sup>

To ensure the benefits of efforts to promote readiness to learn in all young children are not lost upon enrollment in public schools, it is important to create ‘ready schools’ as well as ready children. The National Education Goals Panel developed and adopted ten attributes of ready schools that promote children’s readiness for learning.<sup>7</sup> Including these ten attributes, ready schools should:

- Smooth the transition between home and school;
- Strive for continuity between early care and education programs and elementary schools;
- Help children learn and make sense of their complex and exciting world;
- Are committed to the success of every child;
- Encourage parental participation in the learning and development of their children;
- Are committed to the success of every teacher and every adult who interacts with children during the school day;
- Introduce or expand approaches that have been shown to raise achievement;
- Are learning organizations that alter practices and programs if they do not benefit children;
- Serve children in communities;
- Take responsibility for results; and
- Have strong leadership.

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## **Recommendation 5**

**Schools should establish and maintain explicit compacts for active and meaningful partnerships that make parents and parent groups full partners in the education of their children. Parents should seek to assist school personnel by preparing their children for continued formal and informal learning, and by providing home support designed to overcome barriers to children’s learning**

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<sup>6</sup> Robert H. McCabe, *Sewing a Seamless Education System*, (April 2001).

<sup>7</sup> R. Shore, *Ready Schools*, Washington, D.C.: National Education Goals Panel, (1998).

Parents are the first teachers of their children. They have a responsibility to attend to the physical, emotional, social, and cognitive development of their children. The manner in which they carry out these responsibilities goes a long way toward determining the extent to which their child will develop their natural curiosity for learning as they grow and come to understand the world. Parents who are able and willing to invest the time to ensure that their children's health needs are met, that they are properly nourished, that developmental delays are identified early and responded to, that they are exposed to other children and experiences in their environment, and that they receive opportunities to interact with other adults, produce children who view learning as both natural and fun. Developing such a disposition for learning within children readies them for the experiences they will encounter upon enrollment in formal schooling. When they are able to, parents should seek to continue their active involvement in these children's learning by working closely with school personnel to build partnerships that continues to respect and promote the achievement of their children.

Parents create the early conditions that ready students for learning and should be actively enlisted to collaborate with schools to continue the emphasis on learning. This collaboration must be more than a specific, add-on school activity and must be supported with the provision of key school performance, career, and postsecondary education information to assist parents in making informed decisions. Schools and early childhood education sites should regularly communicate with parents about, and engage them in fostering, the progress of their children in meeting learning expectations and course requirements for admission to postsecondary education institutions.

Low levels of parental involvement and participation should be understood as the result of many causes, including the need for parents to work during the hours that schools are open, cultural unfamiliarity with the school system, language barriers, and even discrimination on the part of school personnel. Unfortunately, many parents do not have the skills or knowledge required to be the best advocates for their children's education. Parents have the primary responsibility for the success of their children, and schools have a responsibility to facilitate parental involvement. The schools' role, in supporting parental responsibility, is to provide open access, and information that is accessible both in language that parents can understand and in presentations that are welcoming. This role includes communicating with parents in their home language and providing translation services when necessary to facilitate parental involvement.

Too often parents receive mixed messages from public schools: they are urged to visit schools at any time, but receive a cool, if not hostile, reception when they question the behavior and/or decisions of teachers. Schools and early education providers must be diligent to nurture a culture that welcomes parents as partners in the education process and to offer guidance on ways in which parents can be of greatest assistance to teachers and to their children in promoting student achievement. This goal may require provision of learning opportunities for parents, particularly for parents of students who are English language learners or parents who have not had pleasant school experiences themselves. Additionally, it will require schools to charge specific staff members with responsibility for fostering parental involvement.

Parents also must be vigilant against sending mixed messages to school personnel and to their children. Parents should seek to understand the facts of a situation before taking a position for or against their children in disputes with school personnel and must also resist the temptation to communicate to their children the value that sports, work, and sibling care are more important than academic achievement. At all levels, including the postsecondary level, parents can help students understand that they can discover knowledge on their own and develop a passion for learning. Such an understanding prepares students to be active rather than passive participants in their own learning, and requires a willingness by parents to actively work with their children, particularly during the first few years of their children's enrollment in elementary schools.

### **Access To A Qualified And Inspiring Teacher In The Classroom**

Research shows that teachers are the single most important school-based factor that affects student learning. Students who have access to highly qualified teachers achieve at a higher rate, regardless of other factors. Indeed, inconsistencies in the quality of teaching produce striking differences in student achievement throughout the state. Therefore, to meet its commitment to providing a high-quality education, the State must be committed to ensuring that every student has the opportunity to learn from a qualified and inspiring teacher.

Teacher quality is not solely determined by credentials or degrees, and we should think of quality as a characteristic that evolves throughout a teacher's career, rather than as a static achievement. Teacher quality is an attribute that grows or diminishes based on the conditions in which a teacher works, personal motivation, and opportunities for growth and development. The following qualities are essential for a teacher to be considered *initially* qualified, or qualified to *begin* work in the teaching profession, with the expectation that much more development will take place with experience, mentoring, practice, professional collaboration, and opportunities for focused growth:

- A belief that every child can achieve state-adopted academic content and performance standards with appropriate time, instruction, and intervention;
- Subject-matter knowledge that is broad, deep, and related to the curriculum that every public school teacher is expected to teach;
- Pedagogical knowledge and skill that includes a repertoire of teaching strategies that are responsive to a range of learning needs, including teaching strategies for integrated instruction, which blends academic content across the curriculum with its contextual application;
- Ability to be reflective about his/her own teaching and to improve his/her practice as necessary and appropriate to enhance student learning;
- Ability to examine and assess student work and student data and respond accordingly; and
- Commitment to professional collaboration.



The availability of qualified teachers varies dramatically among schools. Many of California's schools and colleges face serious shortages in the numbers of qualified and experienced teachers they are able to recruit and retain. This problem is especially acute in low-performing schools but also exists at the postsecondary education level. At least 20 percent of the teachers in schools in the lowest decile of the 2000 Academic Performance Index (API) possess only emergency permits,<sup>8</sup> and in some districts fully *half* the teachers have emergency permits or waivers rather than credentials appropriate to their assignments.<sup>9</sup> In contrast, more than 90 percent of the teachers in the best performing schools on the 2000 API are fully credentialed for the subjects and levels they teach. The reasons for shortages of qualified teachers in low-performing schools are many and varied, but certainly include the following:

- Lack of a professional culture for teaching and learning;
- Lack of time and space for professional development and collaboration;
- Lack of effective, supportive leadership;
- Dirty, unsafe, and overcrowded campuses and classrooms;
- Lack of support staff; and
- Lack of up-to-date instructional materials and technology.

These same reasons have contributed to severe shortages of qualified teachers within the state's early child care and education sector, as well.

California's many ambitious reforms of recent years have had a significant impact on the professional development needs of California's teaching workforce. The adoption of new academic content standards for K–12 students, a new accountability system for PreK–12 schools, recently enacted laws regarding the delivery of services to English language learners in our student population, and the increasing diversity of California's student population, all affect the skills required of today's teachers and that will be required of those who will ultimately choose to become teachers. Despite these changing needs, little attention is currently given to helping teachers – in preschools, K-12 schools, adult education, and postsecondary education alike – engage in, understand, and apply research and new information about how students learn, and prepare students for the requirements of the modern workplace. Also, few structured opportunities are provided for teachers to learn, discuss, and collaborate on new effective strategies that emerge as California's student population changes. Poor coordination of professional development services remains a serious problem throughout the state.

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<sup>8</sup> California Teachers Association (2000). *Low-Performing Schools = High Priority Schools: Analysis of 2000 Academic Performance Index*. Sacramento, CA.

<sup>9</sup> California Commission on Teacher Credentialing (2001). *Teachers Meeting Standards for Professional Certification in California: Second Annual Report*. Sacramento, CA.

If thinking is seen as a complex skill or set of skills, it is reasonable to assume that "thinking is something that may be done well or poorly, efficiently or inefficiently, and also to assume that how to do it better is something that one can learn...and can be taught"

-- James R. Davies, 1993

As a state and a nation, we often blame our teachers for their professional shortcomings, for their failures in the classroom. This view is too narrow and may well be misdirected. Colleges and universities must accept a significant portion of the responsibility for the dismal state of student achievement in the public schools today. They have the responsibility for preparing the nation's teachers, and research indicates that two or more years of exposure to poor or unqualified teachers results in low student achievement. Too often schools of education are marginalized and must struggle to attract the resources needed to provide prospective teacher candidates with the best knowledge of their individual fields, the latest theories of pedagogy, strong skills in technology, considerable classroom experience, and faculty mentors.<sup>10</sup> Continued marginalization of schools of education would, have deleterious long-term effects on public education. Postsecondary education institutions must provide the financial, intellectual, and organizational resources schools of education require to be first-rate or they should close them.

Many California schools face serious shortages in the numbers of qualified and experienced teachers they are able to recruit and retain. It is unclear whether the overall shortage is primarily one of producing too few teachers annually to meet the demand for new teachers in California's public schools or simply of producing too few teachers who are willing to accept employment and remain on the job, particularly in 'hard-to-staff' schools. An analysis of data collected for the California Commission on Teacher Credentialing by SRI International suggests that, together, the total number of newly credentialed teachers, teachers moving here from other states, and returning teachers are sufficient to meet the estimate of California's annual demand for new teachers. SRI further concludes that no teacher shortage crisis exists in close to half of the state's public schools, except in specialized fields such as mathematics, science, and special education. But the rest of the public schools do struggle with finding and retaining qualified teachers. There are still 42,000 teachers without full credentials who work in public schools.

Well-trained teachers are a national priority for the business community as well, as it has called for "rigorous periodic, public, and independent appraisals" of teacher education programs.<sup>11</sup> The demographics of the state have stimulated a greater emphasis on increasing the number of teachers than on improving the quality of instruction. In addition to this concern, there is also a major shortage of workforce instructors and career counselors throughout the PreK-postsecondary education system, as well as too few librarians to support the efforts of teachers and counselors. Many vocational teachers are retiring and others are being lured away from education by higher salaries in the private sector. The loss of vocational teachers also means a reduction in the capacity of schools to meet the needs and interests of substantial numbers of

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<sup>10</sup> Vartan Gregorian, "Teacher Education Must Become Colleges' Central Preoccupation", *The Chronicle of Higher Education*, (August 17, 2001).

<sup>11</sup> See "Increasing the Role of the Business and Higher Education Communities in Preparing Our Nation's Teachers: A Business-Higher education Forum Initiative." The National Business Alliance. (2001)

students. Schools can help mitigate this loss by establishing partnerships with businesses that result in attracting back into the profession former teachers and by providing opportunities for other practicing professionals to teach vocational and academic courses on a part-time basis, a practice that could reinforce integrated teaching by infusing applied teaching and learning and contemporary business practices into course content.

In California's high-performing schools, conditions are nearly the opposite of those found in low-performing schools: there is a professional culture that respects teaching and learning; professional staff are supported in their efforts to continually improve their effectiveness in promoting student learning; school sites are well maintained; school leaders build and maintain effective partnerships with parents, community groups, and local businesses; and instructional materials are current and aligned with California's academic content standards. The challenge for the State, and the operational responsibility of local districts, is to ensure that such conditions exist within every public school in the state. To ensure that every student will be taught by a qualified teacher, California must take the following actions:

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## **Recommendation 6**

**The State should require that every teacher be adequately prepared prior to being assigned independent responsibility for a classroom of students.**

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Minimum qualifications must be maintained for all teachers who enter the classroom. We reaffirm California's current and developing processes for determining teacher preparation standards, education programs based on those standards that lead to the attainment of teacher credentials, and credentials themselves as an indicator of initial qualification to begin work in the teaching profession. This recommendation will ensure that California will meet or exceed the standards for teacher preparation established by federal legislation. The committee is also concerned that teachers acquire an appreciation for and sensitivity to the diversity of California's students, training in strategies to inspire students to embrace learning, and practical strategies for engaging parents as partners in student learning.

Since the 1960's, when internships were first launched, California has embraced multiple routes to the attainment of teacher credential qualifications. The diversity of needs within our state is the basis for allowing multiple approaches to learning to teach, and the committee reaffirms California's commitment to maintaining and enhancing a variety of routes into teaching. We are also committed to the development and implementation of valid and reliable assessments of teachers' preparedness as a precondition to the award of credentials, and recognition that the availability of such assessments may further enhance prospective teachers' access to the profession.

Even with these various entry opportunities available to prospective teachers, however, California has long had a shortage of qualified teachers available and willing to teach in some of its schools, especially those characterized as low-performing. With the advent of class-size reduction in 1997, the demand for teachers grew enormously, greatly outstripping the supply in

many places and greatly increasing the variability and inconsistency of instruction to which students are exposed. It is currently estimated that California will need to hire more than 275,000 new teachers over the next ten years. Efforts to secure sufficient numbers of teachers to meet this need must not be used to excuse exposing students to unqualified or unprepared teachers, and the effects of that exposure must be mitigated while the State strives to eliminate it.

Novice teachers would benefit from additional support. A validated or proven instructional system, developed by local districts or the State for at least the elementary school level, would provide new teachers with model lesson plans and teacher guides to improve the consistency of instruction by new teachers. Such a system would include textbooks and instructional materials aligned with the State's academic content standards and curricular frameworks, effective use of human and automated tutoring, diagnostic and formative assessment of student learning, and both remedial and learning enhancement activities linked to assessment results. Support by master teachers would improve the confidence of new teachers in implementing such an instructional system and supplementing it with additional learning materials as they grow professionally, and would reduce the inconsistencies in teaching to which students are exposed.

This additional support would be valuable to teachers working with emergency permits and those enrolled in pre-internship programs, as well as those initially qualified with a full credential. Teachers teaching with emergency permits have not completed a teacher preparation program and are used primarily to fill urgent needs for teachers within schools. Teachers in pre-internship programs have not completed teacher preparation programs either, but receive district and school support to complete their preparation to attain full credentials and become initially qualified to be assigned independent responsibility in the classroom.

California maintains an adult continuing education system that bridges both secondary and postsecondary education. It addresses the needs of young adults who have not fared well in public schools; adult newcomers to California, many of them foreign-born, who want to participate in the education, employment, and civic opportunities of this state and nation; adults with disabilities; and older adults, among others. It is equally important that these groups have access to high-quality teachers and that their educational opportunities be aligned with the rest of California's education system. Although some of the categories of instruction for community college adult education courses and K-12 adult schools are identical, there are different requirements for instructor qualification in the two programs. K-12 adult school instructors must be credentialed by the Commission on Teacher Credentialing, while community college adult education instructors must meet minimum qualifications established by the Academic Senate of the California Community Colleges.

Because it is incumbent upon the State to make every effort to ensure that every student is taught by a teacher who is adequately prepared, we further recommend:

**Recommendation 6.1 – The State should immediately replace emergency permit usage with universal participation in the pre-internship program, requiring that every uncredentialed teacher be hired as a pre-intern, utilize a state- or district-developed instructional system, and be supported to complete teacher preparation as soon as is feasible.**

**Recommendation 6.2 – The State should set a specific timeline (approximately five years) to phase out the use of the pre-internship program and require that all teachers be qualified before being assigned independent responsibility for a classroom.**

**Recommendation 6.3 – On a more aggressive schedule, the State should eliminate the use of the pre-internship program in California’s lowest performing schools and require that all teachers be qualified before being assigned independent responsibility for their classrooms in those schools. In addition, the State should seek to eliminate altogether the assignment of credentialed teachers to subjects not included in their credentials. Further, the State should require that all teachers serving in low-performing schools possess valid teaching credentials.**

**Recommendation 6.4 – The State should increase the capacity of California’s postsecondary education systems to prepare larger and sufficient numbers of qualified educators, especially from among racial, ethnic, and linguistic groups, and the gender group underrepresented in today’s teaching workforce, for our public schools and preschools, particularly in regions where there are large numbers of teachers serving on emergency permits or where projected shortages of teachers are greatest.**

**Recommendation 6.5 – The State should adopt more rigorous education requirements and certification standards for all individuals who teach young children in center-based settings or who supervise others who care for young children, and should immediately require a minimum program of state-approved professional development for all publicly funded providers of care to young children.**

Educators tend to leave positions in which they believe they will be ineffective or unable to inspire students. Quality teachers can be attracted and retained by promoting an atmosphere of positive support for education, providing improved training and professional development, increasing teacher salaries, and installing outstanding facilities – strategy components that have been unevenly applied, or not applied at all, in hard-to-staff schools. Children living in poverty have special needs, and educators need additional resources and skills to succeed educationally with such students. Hard-to-staff schools are concentrated in low-income and urban neighborhoods and enroll students who have been served least well, according to all available measures of student achievement. Special efforts must be made to attract to these schools qualified teachers who have the disposition and passion to persist in challenging environments, and these teachers must receive the support necessary to enable them to improve their effectiveness.

Too often, staff development is delivered either as an add-on to or in lieu of the regular instructional day. Traditionally, staff development activities have consisted largely of workshops or institutes that do not provide the clinically based or collaborative activities that research has indicated are some of the most powerful and effective types of development activities. These programs also do not provide the follow-through focus of continuing coaching, mentoring, and reflection that can make theoretical lessons pertinent to the practical classroom world that

teachers face everyday. Viewed in the aggregate, the state's teacher professional development programs have been characterized as "incoherent and disconnected."<sup>12</sup> Responsibility for coordination of PreK–12 professional personnel development activities should be placed with local school boards and receive support from the Office of the Governor. The Office of the Governor can serve as a centralized mechanism for gathering research and evaluation findings on which professional skills are most closely correlated with effective teaching and learning, and communicating this information to all of California's education providers. This function would enable local districts and schools to assess these best practices against the strengths of their local workforces and to direct use of available professional development resources to increase capacity of district personnel to improve achievement of students enrolled in district schools.

The resources devoted to professional development are insufficient and too stratified by categorical funding streams. More time and increased funding are necessary to thoroughly familiarize teachers and other education professionals with state academic standards and how every student can be assisted to meet or exceed these standards. While the State has provided important new resources for state-operated institutes, it has reduced the amount of time available for local professional development. It is our view that more attention needs to be given to local professional development activities that involve collaboration between experienced and less experienced teachers, as well as with other education professionals. It is also recommended that instructional time for students not be reduced in exchange for improved teacher development. To make progress in these areas, we further recommend:

**Recommendation 6.6 – The State should provide additional resources to attract and retain the finest educators for schools serving high concentrations of students living in poverty.**

**Recommendation 6.7 – The State should require teacher preparation, teacher-induction and ongoing professional development programs, validated or proven instructional systems, and institutional activities to feature a focus on teaching children with diverse needs, ethnicities, nationalities, and languages; on teaching children who bring particular challenges to the learning process; and on teaching in urban settings.**

**Recommendation 6.8 – The State should provide short-term grant funding to create additional professional development schools that operate as partnerships between institutions of postsecondary education and low-performing schools. These professional development schools should focus on increasing the production of teachers motivated and appropriately prepared to effectively promote achievement of students enrolled in these schools.<sup>13</sup>**

**Recommendation 6.9 – The State should eventually provide ongoing resources for ten days of professional staff development annually at all public schools. These resources should be provided initially for school districts throughout the State with**

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<sup>12</sup> The Center for the Future of Teaching and Learning, *The Status of the Teaching Profession 2000*, (2001)

<sup>13</sup> Grant funding would be an 'Initiatives' adjustment to the adequate base of funding recommended by the California Quality Education Model of school finance.

**the lowest performing schools, consistent with school improvement plans approved by those districts and with state standards.<sup>14</sup>**

**Recommendation 6.10 – The State should provide funding to selected districts to permit linkage of an increase in staff development days with a corresponding increase in instructional days, especially in low-performing schools.<sup>15</sup>**

**Recommendation 6.11 – The State should provide grant funding to develop models for embedded professional development at the school-site and district levels.<sup>16</sup>**

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## **Recommendation 7**

**The State should establish a career ladder for teachers that rewards exceptional teachers for staying in the classroom.**

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Since teachers have the greatest impact on student learning, it is essential that students continue to benefit from the instructional talents of the most exceptional of qualified teachers. In order to attract individuals to the profession and retain them, teacher salaries should be attractive for both new and experienced teachers; and salary schedules should offer opportunities for increased compensation without departure from the classroom. In addition, we must create a school culture in which teachers assume leadership roles in school decision-making, collaboration occurs on a regular basis, professional development is ongoing, and new teachers are supported. This type of school environment leads to improved instructional practices and student learning. Recent statewide initiatives that support and financially reward National Board certification are now in place in California. But there are very few opportunities for exceptional teachers, even those with National Board certification, to assume leadership roles in the public schools without leaving the classroom. California's investment in the professional development of our teachers should not be lost through incentives and practices that draw our most talented and experienced teachers away from the classroom. The expertise of teachers can make or break a school, and we must find ways of capturing, focusing, and rewarding the expertise of teachers within this most important setting. Additionally, the power of different districts to provide more attractive benefits, as part of their compensation packages, as an inducement for experienced teachers to transfer between school districts, should be curtailed. Accordingly, we further recommend:

**Recommendation 7.1 – The State should provide incentive funding to school districts to create career ladders that reward teachers for demonstrated knowledge, expertise, and effective practice.<sup>17</sup>**

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<sup>14</sup> The cost of additional professional development days would be built into the adequate base of funding recommended by the California Quality Education Model of school finance.

<sup>15</sup> The cost of additional instructional days would be a 'Student Characteristic' adjustment to the adequate base of funding recommended by the California Quality Education Model of school finance.

<sup>16</sup> Grant funding would be an 'Initiatives' adjustment provided to selected districts or schools to the adequate base of funding recommended by the California Quality Education Model of school finance.

<sup>17</sup> Ibid.

**Recommendation 7.2 – The State should promote recognition that becoming and remaining a qualified and effective teacher is, as with mastery of any profession, a long-term, developmental process.**

**Recommendation 7.3 – To achieve equity as well as reduced provider charges through the use of collective purchasing power, the State itself should negotiate with statewide employee organizations, and fund the employer share of, uniform non-salary employment benefits for all local school employees.**

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## **Recommendation 8**

**The State should take action to increase the capability of California colleges and universities to attract and hire academically qualified teachers and faculty members who also have knowledge and understanding of teaching and learning, and to develop teachers with appropriate expertise to staff a comprehensive school curriculum.**

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California colleges and universities have a core responsibility to provide comprehensive, high-quality educational experiences that optimize student learning. Essential to meeting this responsibility is faculty knowledge and understanding of instructional and learning processes, design and development of curriculum, assessment of learning, and identification of student needs. Further, faculty knowledge of and comfort with teaching and learning in diverse classrooms and appropriate integration of technology into teaching and curriculum, including into career technical education, are critically important to the achievement of all students. Unfortunately, few doctoral programs (a common requirement for tenured faculty appointments in the California State University and University of California systems) incorporate preparation in these areas into their core curricula.

The committee recognizes that postsecondary institutions have traditionally considered possession of a doctorate or master's degree in the relevant discipline as an initial requirement for entering the faculty ranks, and urges that the skill of teaching also be embraced as an expectation for initial qualification. In career and technical fields, postsecondary education institutions should consider professional experience as a valid qualification in lieu of master's or doctoral degree attainment. Qualifying to be a teacher-scholar should be understood as an ongoing process of professional development and experience. Faculty knowledge, skills, and attitudes must be fully engaged to help institutions find creative and feasible solutions to the challenges facing education specifically, and society generally.

Over the next ten years, California will need to hire about 35,000 faculty in all postsecondary education sectors, a number equal to more than half of the current workforce. It must be noted that the California State University and the University of California systems can potentially make substantial progress toward meeting this need by hiring a greater proportion of their new faculty from among graduates of California institutions. With our need for a tremendous number



of new teachers and faculty there is also an unprecedented opportunity to influence the quality of teaching and learning in California for the next several decades.

It is important to note that postsecondary education faculty are charged with the responsibility for preparing teachers for employment in California's schools, preschool through adult school. Faculty within schools of education are essential to state efforts to ensure that all teachers and faculty have not only academic expertise in at least their teaching subject areas but also a broad capacity to adjust teaching strategies in response to different learner needs. Each academic and career technical education department has a responsibility to ensure that its graduates have mastered knowledge and competencies required by its faculty, and to inspire students to continue learning more about its discipline. It is the special responsibility of education faculty to ensure that graduates know how to communicate and help others learn what they have mastered. Of the 35,000 new faculty estimated to be needed over the next ten years, a substantial number will be needed in schools of education, both to replace retiring faculty and to expand capacity. Care in the selection of these faculty will further enhance our state capacity to improve both teacher practice and learning outcomes.

To make sure that this opportunity to ensure access to qualified faculty for Californians pursuing postsecondary education is not lost, we further recommend:

**Recommendation 8.1 – The State should expand programs to attract talented individuals, especially from underrepresented groups, into PreK-12 teaching and postsecondary faculty careers, through forgivable loans and teaching fellowships.**

**Recommendation 8.2 – California colleges and universities should strive to ensure that their schools of education have the resources needed to produce a substantial proportion of the teachers and faculty needed to staff our preschools, K-12 and adult schools, colleges, and universities, over the next decade and beyond.**

**Recommendation 8.3 – The State should increase doctoral and master's degree production in areas of high need, drawing upon the combined resources of the California State University and University of California systems, as well as the independent sector of postsecondary education.**

**Recommendation 8.4 – California colleges and universities should develop an infrastructure to support the ongoing professional development of faculty, in order to improve the quality of teaching and promote student learning. The components of this infrastructure should include:**

- **integration of teaching and learning curricula into master's and doctoral degree programs;**
- **inclusion of teaching expertise and experience criteria, when hiring decisions are made;**
- **continuous development support throughout faculty careers, including focused support for each newly appointed faculty member during his or her first year;**

- development of an organizational structure that supports and rewards teaching excellence and the scholarship of teaching throughout a faculty member's career;
- sustained efforts to make teaching and the scholarship of teaching more highly valued aspects of faculty culture;
- expansion and dissemination of the knowledge base about college teaching and learning, including establishment of a statewide center on postsecondary teaching and learning; and
- preparation of experts in the field of teaching and learning.

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## Recommendation 9

**The Legislature should direct the California Community Colleges, California State University, and the University of California to adopt policies, within one year of being directed to do so, regarding the appropriate balance of temporary and permanent/tenure-track faculty for their respective systems, and to provide the rationale for the policies adopted.**

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Traditionally, universities have defined educational quality, in part, as the average student/faculty ratio – a proxy for the ability of faculty to focus on the learning needs of students. Table 3, following, provides evidence, by this definition, that California is moving in an undesirable direction within the California State University. These data also reveal a growth in the percentage of part-time lecturers employed by the California State University since the 1989-90 academic year, a trend that is even more evident in the community colleges and that prompts the following recommendation.

Temporary<sup>18</sup> faculty members offer myriad benefits to colleges and universities. They often bring real-life experiences and practical skills to their interaction with students, and add to the diversity of faculty in many ways. At the same time, they allow more flexibility in the use of instructional resources and work at a lower cost to institutions than tenure-track, permanent faculty. The temporary nature of their assignments inherently provides colleges and universities with significant flexibility to modify educational offerings in timely response to the identification of state and local needs. A growing concern about temporary faculty, however, is related to how their increasing numbers affect the ability of institutions to carry out the full range of activities necessary to fulfilling their respective missions. Temporary faculty members usually do not participate in curriculum review and development; personnel hiring, promotion, and tenure review; student admissions, major advisement, and retention initiatives; and other important faculty responsibilities. These activities constitute an essential part of the academic and student affairs of a campus. Temporary faculty do not participate in these activities because they are prohibited from doing so by collective bargaining contracts or faculty senate policies, not necessarily because they are unqualified.

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<sup>18</sup> "Temporary faculty" is used in this Plan to refer to non-tenured or tenure-track, non-permanent faculty. Temporary faculty may be full- or part-time and may be referred to as adjunct, or limited-term faculty.

**Table 3****CSU Regular Rank and Lecturer Faculty/Student Ratios: 1990 to 2001**

	<b>Student FTE</b>	<b>Regular Fac. FTE</b>	<b>Lecturers FTE</b>	<b>Student/All Fac. Ratio</b>	<b>Student/Reg. Fac. Ratio</b>	<b>Percentage Lecturers</b>
1989-90	271,182	10,846	4,436	17.75	25.00	29.0%
1990-91	278,003	11,046	4,398	17.00	25.17	28.5%
1991-92	269,913	10,864	2,938	19.56	24.84	21.3%
1992-93	257,978	10,002	2,799	20.15	25.79	21.9%
1993-94	246,819	9,967	2,699	19.49	24.76	21.3%
1994-95	246,251	9,795	3,103	19.09	25.14	24.1%
1995-96	252,935	9,839	3,303	19.25	25.71	25.1%
1996-97	261,543	9,856	3,663	19.35	26.54	27.1%
1997-98	267,044	9,782	3,911	19.50	27.30	28.6%
1998-99	273,429	9,799	4,354	19.32	27.90	30.8%
1999-00	280,872	9,942	4,784	19.07	28.25	32.5%
2000-01	291,980	9,921	5,204	19.30	29.43	34.4%
<i>Source: George Diehr, "Where Have All the Tenure-Track Faculty Gone?" (2001)</i>						

Although institutional needs for permanent and temporary faculty will change over time, the Legislature and Governor should provide the resources necessary to attain for all sectors of postsecondary education a faculty balance that meets the comprehensive needs of students and the institutions; but they should not prescribe this balance in statute. The State would be well served by continued research to foster a better understanding of the impact temporary faculty have on student achievement and of the constraints placed on the participation of temporary faculty in other faculty responsibilities. Accordingly, we further recommend:

**Recommendation 9.1 –The California Community Colleges, California State University, and University of California systems should report to the Legislature each year the ratios of permanent/tenure-track to temporary faculty employed by**

**their respective systems and how those ratios compare to their respective system-wide policies.**

**Recommendation 9.2 – The California Community Colleges, California State University, and University of California systems should report to the Legislature the sets of activities reserved for permanent/tenure-track faculty, in their respective system, and their rationales for why temporary faculty cannot be enlisted to assist in carrying out such activities.**

**Recommendation 9.3 – The California Community Colleges, California State University, and University of California systems should provide adequate pro rata compensation to temporary faculty who agree to perform functions usually restricted to permanent and tenure-track faculty.**

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## **Recommendation 10**

**The State should strive to maintain compensation schedules that make California competitive in attracting and retaining excellent teachers, faculty, counselors, administrators, classified staff, and other education professionals for its early childhood education settings, public schools, colleges, and universities.**

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California has historically been successful in attracting talented people to teach in its public schools, largely because of the general public assigns high value to our public schools and because for many years teaching was an attractive profession for women choosing to join the workforce. California has similarly been successful in attracting faculty to its public colleges and universities, in part because of the reputation for quality that has been maintained by to our public postsecondary education institutions, to which the academic reputations of the faculty currently employed by California colleges and universities significantly contribute. In recent years, several factors have contributed to the increased difficulty experienced by California's early childhood education providers, public schools, colleges, and universities in attracting and retaining the needed numbers of teachers, faculty, counselors, administrators, other education professionals, and classified staff. California's population has increased by between 400,000 and 600,000 persons every year since 1950, generating continually increasing demand for education professionals and classified employees to staff our growing public education system. California's decision to reduce class sizes in kindergarten through 3<sup>rd</sup> grade has created further demand for K-12 teachers. In addition, California's public colleges and universities lost many of their outstanding faculty during the 1990's when faculty members were offered early retirement options as a partial response to difficult financial conditions. Moreover, many others in the current public education workforce are approaching retirement and will soon have to be replaced.

Beyond these factors, the cost of living in some parts of California generates a demand for higher compensation to permit prospective public education employees to contemplate establishing a lifestyle similar to that to which they are accustomed, if they accept employment in a California public school, college, or university. This cost-of-living issue is particularly important if a

prospective employee is considering a move from another state or from a less- to a more-urban section of California, where the cost of living is substantially higher. Public schools, colleges, and universities are not alone in their efforts to attract talented people, especially those who have acquired expertise in mathematics and science. Education institutions (both public and private) in other states, the health care profession, and private business are in direct competition with our public education institutions for both current and prospective education personnel. Consequently, California must consider compensation increases in order to retain the excellent teachers, faculty, counselors, administrators, other education professionals, and classified staff it already has, as well as to remain competitive in attracting new personnel.

In the instance of early childhood education providers, compensation is extremely poor in comparison to that of K-12 teachers, a fact which contributes to high staff turnover and thereby impedes continuity of care for children. Salaries and benefits for providers who have backgrounds that are similar to, and perform functions comparable to, those of their public school colleagues, must be made commensurate to compensation in the K-12 sector, if California is to establish a professional early childhood education sector as part of a coherent system of education.

Our vision for California public education requires not only that all students be taught by qualified teachers or faculty members but that they also have access to other qualified individuals necessary to a successful educational experience, including effective administrators, health care professionals, counselors and advisors, librarians, and learning support staff. These personnel components of quality cannot be provided without a firm commitment by the State to provide competitive compensation schedules and adequate base funding to ensure their presence in every education institution.

Despite the costs associated with increasing compensation for all public education personnel, California must especially find ways to keep teacher and faculty compensation competitive, in order to ensure that every student enrolled in a public school, college, or university is taught by an excellent teacher. Postsecondary education faculty are generally expected to engage in more activities than teaching alone, including research, public service, and supervision and/or mentoring of students and student groups. These supervision and mentoring activities are important to the success and persistence of many students, particularly students from low-income and underrepresented backgrounds. Faculty and other educational professionals engaged in such activities should receive appropriate recognition for their contributions. But we wish to emphasize that it is excellent teaching that is most essential to the education system we envision. We therefore further recommend:

**Recommendation 10.1 – The governing boards of all three public sectors of postsecondary education should direct an examination of faculty promotion, tenure, and review policies and practices, and revise them, as needed, to ensure that teaching excellence is given significant weight in decisions that affect the compensation awarded to faculty.**

**Recommendation 10.2 – The boards of trustees of local school districts should review their compensation policies, and revise them as needed, to ensure that continuing professional education for which they grant salary credit is targeted to**

**courses likely to yield clear benefit in terms of either employees' pedagogical, instructional leadership, or management skills, or the depth of their academic subject matter knowledge.**

**Recommendation 10.3 – Supervision and mentoring of students and student groups should be given ample consideration in employee performance reviews and be a factor in decisions that affect compensation of teachers, faculty, and other education professionals.**

### **Access To Rigorous Curriculum That Will Prepare All Students For Success**

The State must ensure that all students, from preschool through grade 12 and adult education, have access to a curriculum that encompasses the knowledge, skills, and experiences necessary for productive work, active citizenship, and successful postsecondary education participation. As a part of these curricula, all schools must offer programs and coursework that provide every student an equitable opportunity to qualify for admission to, and success in, any of California's public, independent, or private postsecondary institutions, and that simultaneously qualify them for an array of jobs in today's workplace and the continually evolving information economy. Preparation for success in postsecondary education, without need for remediation, requires more than simple completion of a prescribed set of courses. It requires teaching and mastery of specific competencies and skills across the curriculum in a consistent manner in all public schools.

Some students enrolled in public schools choose to go on to postsecondary education immediately after completing their high school education, while others prefer to enroll in additional training or enter the workforce. Many other students fail to complete high school prior to seeking employment. The curricular offerings in high schools should be comprehensive as well as rigorous, affording students a range of choices without foreclosing the option of later decisions to pursue different post-high school options. The curriculum must also be sufficiently comprehensive to meet the needs of adult learners who choose to enroll in adult schools to complete their high school education, or to obtain vocational skills or English literacy that will enable them to become self-sufficient by successfully attaining employment. To ensure this high-quality curriculum for all students we recommend:

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#### **Recommendation 11**

**The State should set ambitious learning goals and provide all students a challenging and comprehensive PreK-12 curriculum, including preparation for postsecondary education and careers.**

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The ambitious learning goals we recommend here are represented in the academic content standards the State Board of Education has adopted for each grade level in the areas of mathematics, language arts, science, the social sciences, and the visual and performing arts.

These standards form the basis of an aligned system of curriculum, materials, instruction, and assessments for each level of the educational system. This academic content should be taught in all courses included in the school curriculum, both career- and college-preparatory alike. However, the current standards and requirements are not yet a complete expression of what California students should know and be able to do to be successfully prepared for their future lives, as described in the foregoing narrative.

California's standards should also recognize the congruity of academic achievement, workforce preparation, and the knowledge and skills needed for democratic participation in a diverse society. Instructional strategies must be made more integrated in nature, so that students are taught not only academic content but also how that content can be usefully applied in a variety of practical contexts. In addition, education must prepare Californians for participation in the international community. Ours is the nation's most linguistically rich state. At a time when global knowledge, skill, and understanding are at a premium, California's multi-lingualism is an asset that should be developed to a much greater extent. We must recognize our state's widespread multiculturalism and bilingualism and embrace them as 21<sup>st</sup> century educational and social resources.<sup>19</sup> Accordingly, we recommend:

**Recommendation 11.1 – The State should ensure that early learning gains are continued, by aligning developmentally appropriate guidelines, standards, and curricula for preschool, early childhood education, kindergarten, and the primary grades.**

**Recommendation 11.2 – The State should establish a standard, academically rigorous curriculum for every high school student. This curriculum should make available career and technical courses, so that every student can be aware of, and prepared for, a full array of post-high school options. The State should provide the learning support necessary, including resources for career guidance and assistance, to enable students to successfully complete this postsecondary readiness curriculum.**

**Recommendation 11.3 – The State should ensure that all schools provide all students with a curriculum and coursework that include the knowledge, skills, and experiences to enable them to attain mastery of oral and written expression in English and that establish a foundation for future mastery of a second language, by the end of elementary school, and attainment of oral proficiency and full literacy in both English and at least one other language, by the end of secondary school.**

**Recommendation 11.4 – The California Adult School program and the California Community Colleges should collaborate to strengthen articulation of adult education courses with community college coursework, to enable successful transition of adults from adult school to postsecondary education. Similarly, career technical courses offered by K-12 schools and community colleges should be articulated with postsecondary coursework.**

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<sup>19</sup> We also recommend that, to keep the State's content standards current with the changing context, the State establish an ongoing, intersegmental process of review and revision of the standards to ensure their quality and their relevance to students and to the needs of California.

**Recommendation 11.5 – The California Community Colleges, California State University, and University of California systems should collaborate to strengthen the programs in community colleges that prepare students to transfer successfully to the California State University or the University of California and to ensure that those courses are acceptable for transfer credit at all campuses of the California State University or the University of California.**

**Recommendation 11.6 – The California Community Colleges should enhance their career and technical programs that lead to occupational certificates and occupational associate degrees; all high schools, regional occupation centers and programs, adult schools, and postsecondary education institutions should offer industry skill certifications that prepare students to enter the job market with a set of competencies they will need to succeed; and the California State University and University of California systems should enhance the quality of their programs that prepare students to enter professional careers with the competencies they will need to succeed.**

**Recommendation 11.7 – The K-12, regional occupation centers and programs, adult schools, and community college workforce preparation systems should be linked to state job training agencies and employers through one-stop career centers and other venues and through their inclusion in an expanded workforce report card.**

## **Access to Participation in California’s Public Universities**

Although, for fiscal purposes, public postsecondary education does not enjoy the same constitutional guarantees as the public schools, access to postsecondary education is essential to sustaining the economic vitality of California, as well as to the future social and cultural well-being of the state. A commitment to that access undergirds the current structure of California’s public postsecondary education system, which provides near universal access to any Californian who desires instruction. This Master Plan reaffirms that commitment, while simultaneously restating the State’s commitment to opening the doors of academic and economic opportunity wider than ever before at the postsecondary level.

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### **Recommendation 12**

**The California State University and University of California systems should continue to adhere to the policy of guaranteeing that all students who apply for freshman admission and who are eligible to attend (students within the top one-third, in the case of California State University applicants, and the top one-eighth, in the case of University of California applicants) are offered admission to the system(s) for which they are eligible and have applied. Community colleges should continue to be open to all high school graduates and adults who can benefit from postsecondary instruction.**

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Since the adoption of the 1960 *Master Plan for Higher Education*, both the California State University and University of California systems have selected their freshman students from restrictive pools of high school graduates statewide. Each system has respective authority to determine how the top one-third and one-eighth are defined for purposes of admission. Objective criteria – curricular pattern, grade point average, and standardized test scores – have served as the primary basis for determining eligibility. Based on these criteria, the Board of Regents and the Board of Trustees each has an adopted policy guaranteeing admission to any eligible high school graduate who applies. While these criteria and board policies have made the selection processes relatively simple for both systems, they, in conjunction with the impact of California's population growth and the popularity of the two systems, have resulted in two unfortunate consequences. First, as the number of graduates from California high schools has increased and they have sought admission to the California State University and the University of California in numbers that have exceeded the capacity at some campuses and the State's ability to financially support both systems overall, admissions criteria have been revised to reduce the numbers of qualified high school graduates entitled to admission. In addition, both the California State University and University of California systems have assigned greater weight to grades earned in honors and Advanced Placement (AP) courses, a practice that provides a substantial advantage to graduates of high schools that provide significant numbers of honors and AP courses to their students.

Second, students enrolled in schools with high concentrations of students from low-income families have not had opportunities to learn that are comparable to those of students enrolled in schools serving more advantaged families. In particular, they have had fewer opportunities to take and complete AP courses prior to graduation. Consequently, low-income high school graduates who have attained California State University and University of California eligibility have not had the opportunity to become 'highly competitive' for admission to either sector. In response to the University of California's practice of giving preference to highly competitive applicants, increasing numbers of high schools are offering AP courses taught by teachers without adequate expertise, enrolling students without a solid academic foundation to increase their likelihood of success, and without requiring that students completing AP courses also take the AP examinations for these subjects. There is further concern that assigning additional weight to honors and AP courses tends to undermine the effort of this Master Plan to increase the rigor of all academic course offerings in public schools by communicating to students who are firmly committed to college attendance after high school that getting into the campus or system of their choice is enhanced by taking AP and honors courses. Such students can, and should, still be encouraged to take and complete AP courses by continuing the existing practice of granting college course credit for high scores earned on AP examinations. The Joint Committee endorses continued efforts to encourage students to challenge themselves by taking rigorous honors-level courses. However, such efforts should emphasize enhanced likelihood of future success and opportunities to accelerate progress through college, rather than opportunities to attain inflated grade point averages.

Definitions of quality that rely exclusively on test scores and grade point averages fail to recognize and take advantage of the rich diversity of California's people. Our colleges and universities must not fail to take advantage of this richness as they make admissions decisions,

by failing to examine the human qualities of applicants who have met objective criteria for admission. The life experiences of prospective students who have come to California from around the world, including languages, cultural traditions, music, art, and work experiences, can enhance the teaching and learning experiences on every California State University and University of California campus and contribute to students' developing a world view attainable for most of them in few other. The value that diversity can contribute to the quality of the California State University and the University of California is of such import that these life experiences and non-cognitive talents should be considered equally with objective measures of academic achievement, even when demand greatly exceeds capacity. No campus should deprive its students of these components of quality in a mistaken effort to ration limited capacity by allocating admission slots primarily to applicants with the highest test scores and grade point averages.

Given the foregoing concerns, we additionally recommend:

**Recommendation 12.1 – The California State University and University of California systems should continue collaborating with K-12 schools to increase the rigor of all academic courses, to achieve the goals of reducing demand for remedial instruction among freshman students and eliminating the current practice of providing additional weight to honors and AP courses in GPA calculations during the admissions process.**

**Recommendation 12.2 – The governing boards of the California State University and the University of California should authorize each of their campuses to consider both objective and qualitative personal characteristics equally, when assembling each year's freshman classes annually from among the pool of eligible candidates.**

**Recommendation 12.3 - The California State University and University of California systems should continue to be authorized to admit up to eight percent and six percent, respectively, of their new undergraduates annually through the use of non-traditional criteria.**

### **Access To Current Textbooks And Instructional Materials Aligned With Learning Expectations**

The State must also assure that every school has current textbooks, technology, and/or other instructional materials that are aligned with the content expected to be taught to each student, in sufficient quantity for each student to have access to these materials for home use. This requirement is of fundamental importance. In turn, students must take advantage of these resources and apply themselves in a sustained effort to meet or exceed academic standards set for them. We therefore recommend:

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### Recommendation 13

**State and local policy-makers should ensure that every school is provided with sufficient quantities of learning materials, equipment, and other resources that are current, in good condition, and appropriate to the learning needs of students, including:**

- **Individual textbooks, workbooks, and other required instructional media for use in and out of school;**
  - **Resources necessary to enable teachers to tailor and creatively adapt curriculum to the interests and needs of individual students;**
  - **Supplies, equipment, and other instructional materials necessary to support the instructional program at each level, as recommended in the state content standards, including teacher guides to textbooks;**
  - **Computers with Internet access that each student and teacher may use on a basis determined by school personnel to be appropriate for her/his level of study or teaching;**
  - **Suitable chairs, desks, and other classroom or laboratory equipment;**
  - **Books, technical manuals, and other materials or equipment that can be borrowed from the school library and elsewhere, that students may use individually;**
  - **Curriculum and materials for English language learners; and**
  - **Curriculum, materials, and support for learners with identified disabilities.**
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<b>Access To Adequate Learning Support Services</b>
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Learning support is the collection of school, home, and community resources, strategies, and practices, and environmental and cultural factors, that gives every young person the physical, emotional, and intellectual support he or she needs to overcome any and all barriers to learning. Learning support includes the following two categories of strategies:

- *Additional instruction that supplements the general curriculum* – the provision of extra time, for more focused instruction designed to help students achieve California learning standards and/or for increased student-teacher instructional contact time.
- *Student support services and programs needed to address the barriers to learning* – strategies and interventions that address barriers to student academic progress and which may include school guidance, violence and drug abuse prevention programs, tutoring, accommodations for physical and learning disabilities, coordination of community services, and increased parent or family involvement.

Many existing learning support programs and interventions are more fragmented than integrated in their operations, frequently do not have sufficient resources to serve all students who could benefit from them, are more specialized than comprehensive, and are too often marginalized as a useful but not necessarily essential component of education. A comprehensive learning support system is needed to unify multiple learning support programs and services into a coherent structure that can achieve economies of scale while contributing to the creation and maintenance

of a safe, healthy, nurturing education environment and culture that reflect the school's or campus's mission to promote the achievement of every student.<sup>20</sup> Since students do not all mature and progress in their learning at the same pace, the types of learning support appropriate to student needs will vary in different schools and at different grade levels. Recognizing these differences, we recommend:

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## **Recommendation 14**

**The State should require and fund the provision of flexible time and instruction, to support learning and ensure successful transitions between education levels.**

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Although the PreK-12 curriculum and basic conditions for learning should be common for all students, individual students have unique learning styles and learn in a variety of ways; and success for all students requires new, flexible ways to structure time and deliver instruction. Our current system for delivering education provides limited hourly funding for before- and/or after-school tutoring, but basically assumes that all students at each grade will achieve a prescribed set of standards within a set amount of instructional time. Because students learn in a variety of ways, educators should have freedom to use instructional materials and time flexibly to enhance the achievement of all students. The need that many students have for differential attention is normal, and a healthy education system addresses these needs routinely by using multiple strategies, all geared toward mastery of specific knowledge, competencies, and skills. Using integrated instructional strategies could greatly enhance a student's success throughout his/her lifetime, as most jobs of the future will require a greater command of academic skills and how they are applied to solve real world problems in the 21<sup>st</sup> century workplace. However, this flexibility should not delay students' achievement or interfere with timely and successful transitions to succeeding levels of schooling. It is also important to assure that flexible use of time is not improperly resorted to as a means of accommodating enrollment pressures through multi-track, year-round school schedules that have reduced the numbers of calendar days of instruction and, hence, of students' opportunities to learn.

Postsecondary education students also learn in a variety of ways, and postsecondary educators should use a variety of strategies to enhance the success of all their students. As with their public school counterparts, postsecondary faculty should focus on ensuring that every student acquires the knowledge, competencies, and thinking skills necessary for continued success as they pursue their educational objectives. Accordingly, we further recommend:

**Recommendation 14.1 – State and local policy-makers should define adequate learning support in K-12 education as those resources and interventions necessary to meet the academic and career preparation needs of all students, which help**

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<sup>20</sup> For details on a Learning Support System, see Adelman & Taylor, "Addressing barriers to learning: Beyond school-linked services and full service schools", *American Journal of Orthopsychiatry*, 67, p. 408-421, (1997); Adelman, Taylor, & Schneider, "A school-wide component to address barriers to learning", *Reading and Writing Quarterly*, 15, p. 277-302, (1999).

**ensure that all students attain the state academic standards, and which help all students who desire to do so meet college preparatory requirements and requirements for career success in the workplace.**

**Recommendation 14.2 – The State should move aggressively to eliminate the use of multi-track year-round school schedules that result in fewer calendar days of instruction.**

**Recommendation 14.3 – The State should assign responsibility and provide targeted resources at the postsecondary level to enable increased numbers of postsecondary education students to succeed in their academic coursework and attain certificates, industry certifications, and degrees, and to ensure that no category of student fails to achieve their educational goals in disproportionate numbers.**

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## **Recommendation 15**

**School districts and public postsecondary education institutions, respectively, should provide additional learning support services at kindergarten, grades three and eight, in the last two years of high school, and during the first year of college to assist students who take longer to meet standards or who may be ready to accelerate.**

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Although it is important to meet the needs of students throughout their PreK-12 education experience, there is currently a particular need for additional targeted interventions at key transition points for many traditionally underserved students. As with other forms of learning support, these must be developed with the intention of addressing student learning and development rather than remediating failure. They must enable students to meet the State's academic content performance standards and college entrance and placement requirements. An abundance of research demonstrates that a child who has not developed reading proficiency by grade three will be frustrated and disadvantaged for the balance of his/her educational experience. Parents can and should be enlisted as partners with teachers and other early child care professionals, to ensure that students receive the encouragement and assistance they require to master this critical learning skill.

Our academic content standards call for all students to be provided instruction in algebra by grade eight, and research documents that students who fail to master algebraic concepts dramatically reduce the likelihood that they will go on to postsecondary education and succeed there. Timely learning assistance and accurate information about postsecondary education and career opportunities take on greater significance during the last two years of high school, as students seriously prepare themselves for life after high school. Parents provided with accurate and current information about the requirements and options for postsecondary education and careers can be a valuable and effective resource to school personnel, in the task of helping prepare every student to make informed choices regarding the proper preparation to successfully pursue a full range of post-high school options.

The first year of postsecondary education is critical in many ways in determining whether a student will persist and eventually earn a degree or certificate, or drop out before achieving his/her educational objective. The importance of providing focused and timely learning support to freshman students in postsecondary education will remain critical, until we have eliminated the disparity in the quality of educational opportunity students receive in California's public schools. Examples of instances when learning support may make a significant difference to the success of students include extended learning opportunities provided to English language learners who need them, additional community college courses provided to high school seniors who need them to meet university entrance and placement requirements, and additional services provided to students with identified disabilities who need them to meet their academic goals.

<p><b>Access to Qualified Site Administrators and Other Educational Personnel who Maintain an Educational Culture that is Inviting and Safe, and that Places a High Value on Teaching Excellence and Student Achievement</b></p>
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Educational leaders play a significant role in creating and maintaining campus environments and cultures that encourage students to persist in their studies and that have a direct impact on teaching and learning. Their leadership influences whether teachers, counselors, and other professional staff elect to remain at an institution, the degree to which parents, the business community, and communities at-large can be engaged as true partners in supporting students' maximum academic and career achievement over a lifetime, and the degree to which the physical plant is maintained in a safe and healthful condition.

Throughout the nation it is becoming increasingly difficult to attract and retain high-quality candidates to school leadership positions. Surveys by national professional organizations have documented this unsettling trend, especially with regard to site principals.<sup>21</sup> In California, the situation is exacerbated by several factors, including a more stressful work environment, the poorest site administrator-to-student ratios in the country, and inadequate facilities that result in seriously overcrowded conditions.<sup>22</sup> However, in California and elsewhere, a much more serious cause for concern is that standards-based legislation is holding principals accountable for student achievement but is not providing principals the authority to manage the fiscal and human resources in their schools. California also experiences another serious problem related to the training of school administrators: training programs offered by postsecondary institutions focus on management, when they should be giving systematic attention to the development of leadership.

Both to address the shortage of candidates for education administration positions and to ensure that prospective candidates acquire the myriad skills they will need to be effective, we recommend:

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<sup>21</sup> National Association of Elementary School Principals, "Is There a Shortage of Qualified Candidates for Openings in the Principalship? An Exploratory Study". Cited 23 Jan. 2002. URL: <http://www.naesp.org/misc/shortage.htm>

<sup>22</sup> EdSource, with data from NCES, determined that there was one principal and/or assistant principal for every 504 students in California in 2001, ranking it last among the states.

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## **Recommendation 16**

**Local school districts and postsecondary education institutions should develop partnerships to recruit, prepare, and educate quality educational leaders.**

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The principalship is an extremely complex and difficult job in today's schools, as is the superintendency of school districts; and California may soon be facing a severe shortage of qualified school administrators. Training outstanding administrative leaders must be regarded as a long-term developmental process, requiring a coordinated effort among all stakeholders. Postsecondary education institutions offering administrator preparation programs would be well advised to look at leadership training programs in other fields, such as the military and business, in addition to consulting with current school and college leaders to determine the array of skills required of today's school leaders, as well as to identify practices that should be avoided.

Low-achieving schools tend to be hard-to-staff, be impacted by socio-economic issues, to have a history of failure, and to have considerable turnover in staff at all levels. Leadership in these schools is particularly challenging and multi-faceted, and requires strong administrative and instructional skills. New administrators are often not sufficiently prepared to do what is necessary to improve student achievement in these schools and are not given adequate support by their districts to significantly improve instructional programs. Most administrative training programs fail in preparing newly assigned principals to initiate and sustain effective programs to improve student achievement and reverse patterns of substandard performance so common in those schools. Accordingly, we further recommend:

**Recommendation 16.1 – The State should encourage and support school district efforts to provide school principals with greater authority to use human and fiscal resources in different ways to achieve greater success in promoting student achievement.**

**Recommendation 16.2 – School districts should provide more resources, such as additional staff and professional development, to principals in low-performing schools.**

**Recommendation 16.3 – School districts should increase salaries for administrators serving in low-performing schools.**

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## **Recommendation 17**

**The State should take steps to ensure qualified leadership for the California Community Colleges.**

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Today's community colleges must address the academic achievement of all students, irrespective of their levels of preparation. Dramatic changes in the demographic, cultural, educational, and linguistic diversity of students challenge community colleges to modify their curricula and instructional strategies to better meet the needs of diverse learners. These challenges and traditional practices of community colleges – requiring prospective administrators recruited from faculty ranks to forfeit seniority and denying them return rights – serve to discourage outstanding faculty leaders from aspiring to community college administrative positions. Left unaddressed, these practices prevent the community colleges from attracting individuals who could truly provide educational leadership in addition to any administrative and management skills they would bring with them.

The 2000 report of the Community College Leadership Development Initiative documented some of the leadership challenges facing California community colleges.<sup>23</sup> In particular, the report noted that political factions sometimes prevent campuses from making important decisions, and that frequent turnover of executive officers and low campus morale have contributed to a deterioration of institutional effectiveness. With regard to leadership positions, the average length of tenure for a community college chief executive officer is 4.4 years in California, compared to an average of 7.5 years nationally. Further, smaller numbers of well-qualified people are seeking administrative leadership roles due not only to the leadership challenges, but also to the lack of return rights to permanent faculty positions and competitive job salaries. This situation exists when, in the next ten years, California will need an estimated 360 new community college academic administrators.<sup>24</sup>

The education doctorate has traditionally been viewed as the terminal degree for professional education leaders. California's public, independent, and private colleges and universities offer few doctoral programs with an emphasis on community college leadership. Further, they do not currently offer sufficient numbers of education doctorate programs of any sort to community college (and PreK-12) personnel who seek this degree as a means to better meet the needs of their students and institutions as well as for other professional development reasons. California relies on private and independent colleges and universities for about 70 percent of its doctorate holders in education.<sup>25</sup> Moreover, in the absence of any public postsecondary education institutions' agreeing to do so, an independent university has agreed to host a community college leadership development institute to expand the pool of prospective community college administrators. To both ensure that more opportunities are available to prepare community college and school administrators and to make those opportunities more affordable, we further recommend:

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<sup>23</sup> Partnership for Community College Leadership. *Meeting New Leadership Challenges in the Community Colleges*. Paper prepared by the Community College Leadership Development Initiative and Claremont Graduate University, Claremont, CA, (September 2000).

<sup>24</sup> Piland, W., & Phillips, B. *Long-Range Administrator Needs Projections: Preparing the Next Generation of Community College Leaders – Facilitating Institutional Development*. Paper prepared for the California Community College Chancellor's Office, Sacramento, CA, (August, 2000).

<sup>25</sup> California Postsecondary Education Commission, *The Production and Utilization of Education Doctorates for Administrators in California's Public Schools*, (December 2000).



**Recommendation 17.1 – The California State University and University of California systems should develop and offer preparation and professional development programs for community college leadership, the content of which should include development of the capacity to lead by inspiration and a sensitivity to and comfort with diversity and multi-culturalism. These professional development programs should include the establishment of a state-level or campus-based center devoted to community college leadership development and leadership issues.**

**Recommendation 17.2 – The California Community College system should improve the terms and conditions of administrative employment in community colleges, including offering qualified administrators return rights to permanent faculty positions as an incentive to attract outstanding professionals to community college leadership positions.**

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## **Recommendation 18**

**The State should expand recruitment for counselors trained in career guidance, as well as in academic and psychological fields, in order to ensure that students have the assistance they need to make informed choices about preparation for their post-high school activities.**

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California is currently experiencing a critical shortage of counselors. Its ratio of approximately 979 K-12 students per counselor is the highest in the nation (the national average is 513:1).<sup>26</sup> Twenty-nine percent of K-12 districts in the state have no counseling program, and among those districts that do have programs, student access to counseling varies considerably, by district organization and grade level. The National Association of Counselors, in its national standards document, has clearly embraced career guidance as one of its objectives; but very little attention has been paid to that objective throughout state credentialing systems. In California, the complexities of the diverse student population, heavy caseloads, and recent focus on academically rigorous courses have combined to overwhelm an already short-staffed counseling system, leaving little, if any, emphasis on workforce preparation guidance. It is imperative that California focus on attracting and retaining qualified counselors, and on equipping all school personnel with a greater awareness of career options as part of the State's effort to develop human capital.

<b>Access To a School Or Campus Physical Plant That Is Safe, Well Equipped, and Well Maintained</b>
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California's promise of access to free public K-12 education and low-cost postsecondary education extends beyond simply assuring a seat for the six million children who annually enroll in public schools or the two million who annually enroll in public colleges and universities. The condition of the school or campus facility is as critical to the quality of the educational

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<sup>26</sup> CDE/It will take an additional 1,123 more counselors per year to reach the national average by 2005.

experience students receive as are the qualifications of the instructional and administrative staff. Together they define the conditions of learning, or what we have come to accept as the opportunities for students to learn. In a 1998 survey, student behavioral issues (school violence, drug use, drinking, teen pregnancy) topped the list of problems the public felt were “very serious and widespread” in California schools, with 74 percent of those polled holding this opinion.<sup>27</sup> In a 2000 replication of this survey only 59 percent of those polled continued to believe school violence is a serious and widespread problem, although it continued to lead the list of behavioral problems and trailed only lack of parental involvement among the school problems surveyed.

An earlier study conducted by Educational Testing Service (ETS) found an increase in gang activity involvement on American high school campuses between 1989 and 1995, rising from 15 percent to 28 percent of the student body, and a concurrent increase in “violent victimization” of 12- to 19-year-old students. However, the incidence of gang activity involvement for Black students rose from 20 percent to 35 percent; and for Latino students, it increased from 32 percent to 50 percent.<sup>28</sup> Accompanying this increase in gang presence was an increase in fear among students, particularly Black students.<sup>29</sup> Fear and learning are not good companions; nor is fear a school characteristic that attracts and retains qualified teachers.

Inequalities in the condition and maintenance of public schools and colleges subject students to materially unequal opportunities to learn, based purely on where students happen to live within the state. This inequity is unacceptable if the State is to have and meet rigorous learning expectations for all students, and recent court action substantiates that position. As a result, we believe it is the State’s responsibility to ensure that all students are provided with equitable opportunities to learn; and we therefore recommend:

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## **Recommendation 19**

**The State should guarantee suitable learning environments for all students, including buildings, classrooms, and other facilities.**

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Significant research documents that clean, safe, well maintained, and otherwise suitable learning environments have a positive impact on student learning, while the opposite is true of unsuitable environments. In addition, as noted in the foregoing sections, survey data indicate that unsuitable environments have a negative impact on the ability of schools to provide the quality teaching and leadership that is necessary to provide a high-quality education. Therefore, the environment of every school, college, community-based learning center, or university facility, should reflect the following characteristics:

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<sup>27</sup> Recruiting New Teachers, Inc. for The Center for the Future of Teaching and Learning, *The Essential Profession: California Education at the Crossroads*, (2001).

<sup>28</sup> The U.S. Department of Justice School Crime Supplement, 1989 and 1995.

<sup>29</sup> Kaufman, P., X. Chen, S.P. Choy, K.A. Chandler, C.D. Chapman, M.R. Rand, and C. Ringel, Indicators of School Crime and Safety, NCES 98-251/NCJ-172215, Washington, D.C. (1998).

- School and college facilities located within a reasonable commuting distance of students' homes;
- Clean and well-maintained classrooms and other learning environments, in adequate numbers to deliver the local educational program;
- Buildings with adequate ventilation, and necessary heating and air conditioning;
- Buildings and classrooms in good repair and free of fire and health hazards;
- Uncrowded classrooms with adequate space for other instructional needs;
- Adequate laboratories and studios for students to complete rigorous work in all subjects;
- Lavatories and sanitary facilities that are unlocked, accessible, well-stocked, and maintained in decent and safe condition;
- Outdoor space sufficient for exercise and sports and free of health and safety hazards;
- Adequate school healthcare facilities;
- Adequate food service facilities;
- A safe and supportive school environment, including protection from harassment or abuse of any kind; a fair and nondiscriminatory system of student discipline, and a student body of a manageable size which permits the development of a safe and personalized learning community; and
- A drug-free and violence-free school.

**Recommendation 19.1 – The State should establish clear, concise, and workable standards for facilities, to ensure a high-quality/high performance teaching and learning environment.**

**Recommendation 19.2 – The State should require each school district to prepare and adopt, with appropriate public review and consultation, a five-year facilities plan to meet or exceed state facilities standards.<sup>30</sup>**

**Recommendation 19.3 – The State should establish design standards for subsidized early childhood education facilities, appropriate to young children's development.**

There are other ways to provide high-quality teaching and learning opportunities that do not depend on perpetuation of traditional schools or college campuses serving large numbers of students. The tools of technology provide a means by which schools, colleges, universities, and local communities can work together to collectively provide high-quality teaching and learning opportunities for students. A student's community environment is as much a locus for learning as the classroom. Recognizing these possibilities, we further recommend:

**Recommendation 19.4 – The State should establish an Innovation Fund to support innovative projects and intersegmental collaboration in education, particularly when they seek to improve learning opportunities for students enrolled in low-**

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<sup>30</sup> It has been recommended that the State provide a Facilities Master Plan template for districts that need technical assistance, with consideration that funding assistance may be necessary to help those districts create facilities master plans. This recommendation might involve developing a cost estimate upon which to gauge an appropriate level of state financial assistance.

**performing schools or to increase the use of public facilities located in the service communities of schools.**

### *Summary*

In the aggregate, the foregoing recommendations commit the State to providing all students with the resources, instruction, and support necessary to achieve the competencies that standards and college admissions requirements demand, and should be viewed as indicators of students' opportunities to learn that are routinely monitored and reported to the public (see Recommendation 27). At a minimum, the State must enable local schools to provide every K-12 student with all of the following:

- A clear statement of the academic standards that both define what students are expected to know and be able to do and what the system in turn will do for them at every level;
- Appropriately credentialed teachers, administrators, and counselors, all of whom combine subject matter knowledge, high expectations, and knowledge of requirements and expectations, together with other supportive staff;
- Accurate information about successful preparation for college eligibility and post-secondary options;
- A course of study that provides equitable access to a curriculum that integrates rigorous academic content with robust career pathways;
- Appropriate, high-quality learning materials and resources, including textbooks and technologies that engage students in the knowledge they are expected to learn;
- Suitable learning environments, including classrooms, facilities, and buildings; and
- Appropriate kinds of learning support to provide assistance in meeting high expectations.

The failure to successfully recruit qualified teachers and faculty can have long-term, serious social and economic consequences for both students and the state. Californians understand that well-qualified teachers are key to improving the achievement of all students. They believe that all children should have such teachers as virtually a fundamental right and that low-income students, in particular, have been most often denied that right. The essential components of quality that we have outlined in this section, and to which all California learners should have access, are reaffirmed by a survey of the measures deemed by Californians to be most important to lifting student achievement, as shown in Table 4, following.

**Table 4**

<b>Measures to Lift Student Achievement Deemed Very Important</b>	
Schools safe from violence	89%
Ensuring a well-qualified teacher in every classroom	87%
Greater parental involvement in children's education	84%
Getting fully qualified principals who can effectively run their schools	79%
The availability of high-quality textbooks and other instructional materials	74%
A challenging curriculum – the subject matter that is taught	73%
Increasing the opportunities for teachers to undertake professional development to strengthen their teaching skills	69%
Ensuring that school buildings and facilities are in good condition	67%
Strict discipline in the classroom	65%
Reduced class size	65%
Student access to computers in school	61%
<b>Source:</b> <i>Recruiting New Teachers, Inc. A Survey of Public Attitudes in California Toward Teaching, Educational Opportunity, and School Reform, 2000</i>	

